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MEMORANDUM

FOR THE

INDIAN STATUTORY COMMISSION

ON THE

GROWTH OF EDUCATION

IN

BIHAR AND ORISSA.

XII

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THIS memorandum has been prepared under the directions of the transferred side of the Government of Bihar and Orissa. The reserved side have examined it and have been given an opportunity of expressing their views upon it.

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THE GROWTH OF EDUCATION.

1. *Scope.*—The object of this memorandum is to supply the information necessary for the enquiry directed by the Government of India Act into the growth of education since Reforms were introduced. The manner, in which the subject of Education has been administered during the Reforms period, is not otherwise relevant here, and will be dealt with in the main memorandum on the working of the system of government among the other transferred departments.

2. *The quinquennial reviews.*—The progress of education has been comprehensively reviewed three times since the province was created on April 1st, 1912. The first review of 1917 displayed the position which existed at the time when the authors of the Joint Report were beginning to examine the constitutional problem. The second period ended in 1922 when the reformed Government had been in operation for barely one year, spent mainly in detailed examination of problems and formulation of policy. Its close also coincided with the definite decline of the non-cooperation movement and a distinct improvement in economic conditions. The third period concluding in 1927 is that in which the Ministry has had the opportunity of putting a formulated policy into effect in a calmer atmosphere and with more adequate resources.

3. *The censuses.*—The population of the province was enumerated in 1911 and 1921. The figures of the two censuses, however, for the province as a whole displayed no great variation either in total population, sex or age distribution. The census of 1921 was taken shortly after the widespread influenza epidemic of 1918-19 and before the effect of the failure of the 1918 monsoon has passed away. It is probable that the population, especially that of school-going age, has increased to some extent in the last seven years of relative prosperity but the magnitude of increase is unknown. The proportions given below have been taken on the figures of the census then current.

4. *Proportion of pupils to school age population.*—The broadest criterion of the growth of education is that supplied

by the proportion of the children of school-going age at school. For many years a conventional figure of 15 per cent. of the population has been taken for the number of children of school-going age. The validity of the figure was examined by the Government of India in 1912 and it was decided that it was fairly correct. On this basis (excluding the small European population) the numbers of children attending school out of 1,000 of school-going age have been—

—	1912.	1917.	1922.	1927.
Male	2[illegible]2	289	278	391
Female	33	42	41	46
All	145	163	157	216

Average daily attendance has been almost constant at 77 per cent. throughout the period. The advance made in the first quinquennium was partially lost in the second, the causes being the non-cooperation movement, epidemics, especially influenza, and economic distress. A noteworthy advance has been made in the last quinquennium, particularly in male education.

5. *Expenditure.*—The expenditure on education in the same years is given below (The figures are given in thousand rupees).

Source.	1912	1917.	1922.	1927.
	Rs.	Rs.	Rs.	Rs.
Public funds	2[illegible],21	47,05	73,00	1,21,82
Fees	16,52	22,36	22,33	32,65
Subscriptions, endowments, etc.	10,04	12,11	19,22	23,94
Total ...	53,77	81,52	1,14,56	1,77,42

Public funds include (1) expenditure by Government itself, (2) expenditure by local bodies from Government grants, (3) expenditure by local bodies from their own resources. The feature of the period under review is the rapid growth of the expenditure from public funds compared with that from other sources. Of the former in 1927 amounting to nearly 122 lakhs, 72 lakhs was expenditure by Government itself, 44 lakhs expenditure by local bodies from Government grants and 6 lakhs from their own resources. It is fair to add that large Government grants were given towards the close of the financial year when it was impossible to spend them; expenditure actually

incurred before the grants were received was charged to the grants and the Boards had, therefore, at the close of the year judging by past figures some 7 lakhs at their disposal which it may be hoped may be made available for additional educational expenditure in future. Still the growth of education in recent years has been mainly financed by money provided by the general taxpayers.

6. *Higher versus primary education.*—It has next to be seen whether the expansion has been widely spread over the whole field of education.

The following figures indicate the answer.

Number of pupils (male and female) in recognized institutions.

—	1912	1917.	1922.	1927.
College ..	1,541	2,884	2,470	4,495
High and middle schools ...	53,238	72,891	59,003	101,979
Primary schools	597,910	672,[illegible]	688,188	911,675
Special schools ...	57,559	48,363	13,616	17,527

The 1922 figures were seriously affected by the political and economic conditions of that time. The figures for primary and special schools are difficult to handle because in 1916 and again in 1917 there was a large transfer of *maktabs* and *pathshalas* from the special school class to the primary school class. The former are Muhammadan schools, in which in addition to the three R's instruction is given in Urdu script and in Muhammadan religion. In the latter the ordinary curriculum is supplemented by instruction in Hindu religion and elementary knowledge of Sanskrit. Broadly speaking, however, the facilities for different classes of education have increased thus, taking 1912 as a basis.

—	1912.	Midway.	Now.
College	100	200	300
High and middle schools	100	150	200
Primary schools	100	115	160

A further indication is supplied by the figure for direct expenditure. Here the special causes operating in the middle period have less weight, as expenditure is incurred even where the facilities are neglected.

Direct expenditure in thousand rupees.

—	1912.	1917	1922	1927.
1	2	3	4	5
Colleges	2,84	4,56	8,64	15,13
	100	**161**	**304**	**533**
High and middle schools ...	10,31	17,13	2[illegible],40	32,29
	100	**166**	**227**	**313**
Primary Schools . ..	18,76	27,62	36,15	55,86
	100	**147**	**193**	**298**

The figures in heavy type show the rate of expansion, 1912 being taken as 100. Direct expenditure means expenditure from all sources, other than that incurred in direction and inspection, buildings, furniture and apparatus, scholarships, hostel charges, contingencies, etc.

7. *Quality of education.*—The next point is what is the quality of the education supplied and what advance or regress of quality has occurred. This is not so readily analyzed statistically and it is difficult to avoid an excursion into the province of opinion. The figures below give facts of some relevancy. There are now eleven classes carrying the child from the lowest class of the primary school to the highest of the high school. (The two lowest classes of the primary school were amalgamated a few years back and hence the figures of those two classes are shown together in the earlier years.) Classes I, II, and III take the child to the stage of being nearly if not quite literate in his own vernacular, *i.e.*, able to write a letter and read the reply. Classes IV and V complete the primary course. Classes VI and VII cover the middle stage; classes VIII to XI the high school stage.

Pupils by classes.

Class.	1912.		1917.	
	Number of pupils in each class.	Percentage of total pupils in each class.	Number of pupils in each class.	Percentage of total pupils in each class.
1	2	3	4	5
I	515,743	73·6	505,010	67·8
II	78,179	11·1	90,451	12·1
III	54,949	7·9	68,936	9·2
IV	16,163	2·3	22,958	3·1
V	11,869	1·7	18,410	2·5
VI	7,225	1·0	10,135	1·3
VII	5,290	·8	9,271	1·2
VIII	3,729	·5	5,964	·8
IX	2,885	·4	4,944	·7
X	2,423	·3	4,156	·6
XI	2,744	·4	4,989	·7
Total ...	701,193	100	746,224	100

Class.	1922.		1927	
	Number of pupils in each class.	Percentage of total pupils in each class.	Number of pupils in each class.	Percentage of total pupils in each class.
1	2	3	4	5
I	530,065	71·0	605,775	58·0
II	88,800	11·8	182,242	17·5
III	62,550	8·3	124,908	12·0
IV	19,906	2·7	45,974	4·4
V	15,844	2·1	32,290	3·1
VI	8,745	1·2	17,688	1·7
VII	7,278	1·0	13,197	1·3
VIII	4,407	·6	7,252	·7
IX	3,883	·5	5,436	·5
X	3,312	·5	4,626	·4
XI	3,101	·4	4,186	·4
Total ..	747,191	100	1,043,474	100

8. *Effect of education on literacy.*—It is exceedingly difficult to estimate what effect the primary education of the last seven years has produced on literacy. The only satisfactory test is the census figures, and for those it is necessary to wait for three more years. In the meantime, it can be safely said that not all children, who leave school from Class III, have become literate, nor on the other hand, is it true that only those who are promoted to Class IV reach literacy. If a mean between those figures is taken, and it is probably too high a figure, it will be found that in 1912 some 36,000 children became literate, in 1917 some 46,000, in 1922 some 41,000 and in 1927 some 85,000. Actually 27,000 children passed the lower primary examination in 1917, 28,000 in 1922 and 57,000 in 1927. The number of literates of 10 years of age or more is about 1,524,000 and the death rate 27 per mille for that part of the population. If these figures are reliable it would seem that literacy is now increasing, as a result of primary education alone, by not more than 44,000 persons a year. This leaves out of account the effect of education gained outside the ordinary course of primary schools, such as private education of children and efforts made by adults to educate themselves. There is certainly an appreciable surplus of persons, who become literate after leaving school, over those who lose literacy. This is definitely established by the fact that literacy per mille in 1921 for the age group 25 to 30 was 141 against 115 for the age group 15 to 20 in 1911 and (even more striking) 123 for the 1921 age group 30 to 35 against 120 for the 1911 age group 20 to 25.

The fact, however, remains that in 1921 only one person in twenty was literate in Bihar and Orissa, after excluding the population of under 5 years, and not one male in ten. If the present rate of progress is as calculated and is maintained. it would take till 1941 to double the literate population of 1921, and even then the province would scarcely be as literate as Bengal was in 1921. If more funds were available the rate of progress might be expedited.

It is to be understood that literacy is here used in the census sense of ability to write a letter and read the reply. Competent observers are inclined to think the calculation made above much too optimistic, and doubt whether the present rate of progress is half as rapid as the figures given indicate.

9. *Education in the different territorial divisions.*—Turning to the territorial distribution of educational activities the

following table shows how far the parts of the province that were most backward when it was formed have made up leeway.

Number per thousand of children of school-going age at school in—

Division.	1912.		1917.		1922.		1927.	
	Boys.	All.	Boys.	All.	Boys.	All.	Boys.	All.
1	2	3	4	5	6	7	8	9
Patna	312	166	341	185	321	181	426	231
Tirhut	218	124	231	126	195	105	355	189
Bhagalpur	193	107	229	134	263	153	375	211
Orissa	436	212	470	275	455	261	484	276
Chota Nagpur	233	128	260	144	252	141	366	204

10. *Education among the different communities and classes.*—It may next be considered how far the different communities and classes of the province have got and are now getting their fair share of education.

Number of scholars in one thousand of the population concerned.

—	All classes.	Muhammadans.	Aborigines.	Untouchables.
1912	22	26	Not available.	Not available.
1917	24	30	14	20
1922	23	26	15	15
1927	33	39	22	25

The set back in 1922 in Muhammadan education was partly due to political and partly to economic causes, but among the untouchables entirely to economic causes.

The figures given in the preceding statement give a somewhat misleading impression of the standard of education reached by the different classes. The Muhammadans are fully represented among the scholars of high school and college stages, the others are certainly not. The following statement

gives a juster view of the situation. In the main body of the statement the figures indicate the number of scholars of a particular class in every thousand scholars at that stage of education. Thus the figures total across to 1,000 when they are complete. In the last line is indicated the relative importance of the different classes in the population as a whole.

——	Muhammadans.	Aborigines.	Untouchables.	High caste Hindus, viz. Brahmans, Bhumihar Brahmans, Baiyas, Rajputs and Kayasthas.	Other Hindu castes.
1	2	3	4	5	6
College.					
1912 ...	157	Not known		...	...
1917 ...	183	6	...	700	111
1922 ...	188	15	...	702	95
1927 ...	148	14	...	Not known ...	...
High.					
1912 ...	166	Not known		...	...
1917 ...	170	21	...	625	184
1922 ...	126	37	...	682	155
1927 ...	119	29	3	Not known ...	...
Middle.					
1912 ...	124	Not known		...	...
1917 ...	107	53	...	587	253
1922 ...	80	82	1	593	245
1927 ...	73	59	2	Not known ...	...
Primary					
1912 ...	...	Not known		...	...
1917 ...	118	73	28	330	451
1922 ...	116	76	21	332	455
1927 ...	128	76	25	Not known ...	...
Distribution of 1,000 of total population among the classes.	108	111	30	123	628

The figures are incomplete for 1912, when the classification by caste, race and creed was made for the different schools and not for the different stages. Before 1917 figures were collected for aboriginal and indigent scholars but no clear instructions defining these classes had been issued. The tribes and castes to be included among (1) aborigines and (2) untouchables have now been defined. Between 1922 and 1927 the classification of high caste Hindus was widened to take in all the "clean" castes and consequently the figures for the five highest castes are no longer available. The sharp rise in 1922 of the proportion of the aboriginal scholars at the high and middle stages, followed by a considerable drop in 1927 was due to the decrease in pupils of other classes, which the non-co-operation movement occasioned. The figures bring out the extent to which the five highest castes of Hindus, who have the longest tradition of learning, hold the educational field particularly in higher education. The aborigines are not now far behind the bulk of the population in primary and middle education, though still decidedly behind in high and college education. The figures indicate that the untouchables have scarcely made a beginning except in primary education though a few of them have in fact graduated at a University or are about to do so. It may be noted that, while the non-Christian aborigines are sixteen times as numerous as the aboriginal Christians, the latter supply more than half the aboriginal scholars and 87 boys and 39 girls out of every 100 of school-going age are attending school, against 39 boys and 5 girls for the general population of the province.

11. *A comparison with all-India figures.*—A comparison with the whole of India in 1927 gives a broad indication of the state of education in the province.

—	Expenditure from public funds per million of population.		Pupils per million of population.	
	Bihar and Orissa.	All-India.	Bihar and Orissa.	All-India.
1	2	3	4	5
	Rs.	Rs.		
Colleges ...	33,065	43,141	132	333
High schools ...	29,917	56,029	1,147	2,683
Middle schools ...	20,235	42,924	1,847	3,359
Primary schools ...	1,08,308	1,93,964	27,695	29,584

The inferences suggested by these figures are :—

(*i*) That Bihar and Orissa is nearly as far advanced in primary education as India as a whole, but it is supplied at an unduly low cost, which certainly affects its quality. It may be noted that only about one primary teacher in three is trained in any way, and that one teacher is still frequently required to teach all the three classes of a lower primary school.

(*ii*) That high education is distinctly more backward in Bihar and Orissa than in India as a whole, even though it has expanded in the last 15 years more rapidly in proportion than primary education.

12. *Extent of literacy.*—Hitherto attention has been directed to the extent of the agency for bringing the population up to the standard of education, which a democratic constitution requires. It has now to be seen how far that standard had been reached at the last census of 1921.

Literacy in the vernacular is defined for census purposes as ability to write a letter in the language of the home and to read the reply. According to this test literacy prevailed in 1921 to the following extent per mille.

Area.	All ages (5 and over).			(20 and over).	
	Persons.	Males.	Females.	Males.	Females.
1	2	3	4	5	6
Bihar and Orissa ...	51	96	6	126	7
North Bihar	45	86	5	111	5
South Bihar	66	122	99	151	9
Orissa	79	160	9	220	9
Chota Nagpur plateau ...	39	72	6	97	6
Four principal cities, Patna, Gaya, Bhagalpur and Jamshedpur.	213	326	66	364	62

Only one adult male in eight is literate. Adult male literacy is about 30 per cent. higher than all-age male literacy.

Applying this proportion to the figure for all-age literacy for the most literate caste, the Kayasths, it appears that even of these 15 per cent. of the male adults are illiterate. No statistics for literacy of persons on the existing electorate roll are available for the province. A test was made in Bengal, which may or may not be applicable to Bihar and Orissa. There the number of persons per thousand who are literate is about double the number in Bihar and Orissa, and the percentage of enfranchised persons to total population is also about double that in Bihar and Orissa, two tests showed that half the electors were illiterate, and a further test showed that 40 per cent. of the actual voters were illiterate.

13. *Literacy among different sections of the population.*—The following table shows to what extent the prevalence of literacy varied in 1921 between different sections of the population.

Number per mille aged 5 and over who are literate.

—	Males.	Females.
Hindus	101	6
High caste Hindus	290	22
Other castes excluding high castes and untouchables.	49	2
Untouchables	14	1
Muhammadans	99	8
Non-Christian aborigines	11	1
Indian Christians	145	56
Anglo-Indians	919	917

Apart from the Anglo-Indians the Kayasths lead the way with 657 per mille literate males, and 95 per mille literate females.

14. *Probable results on literacy of present system of primary education.*—It is not easy to estimate what has been and what will be the effect on literacy of the notable increase of expenditure on primary education during the last seven years. Viewing the considerations given in paragraph 9 above, it seems probable that some 165,000 male adult literates have been added to the 1921 total of 1,102,000 after allowing for deaths. If that is so the proportion of such literates will have risen to 140 per mille against 126 in 1921 and 114 in 1911.

If funds permit the continuance but not the expansion of the present standard of primary education it may be expected that one adult male in six will be literate by 1931 and one in five by 1941. These figures are of course, exceedingly speculative. They are based on the assumption that while an increase of 10,000 adult male literates occurred annually from 1911 to 1921, a figure which the statistics of those two years support, the increase has risen by 5,000 in each of the years 1922 to 1927 reaching 40,000 in that year, and that the figure 40,000 will represent the increase in future years. Competent observers regard this forecast as much too optimistic. On the other hand if funds permit a greater extension of sound primary education in the near future, a much more rapid approach to general literacy among males may be expected.

15. *Literacy in English.*—Seeing that the proceedings of the Legislative Council are mainly conducted in English, it is relevant to examine the prevalence of literacy in that language. In 1921 eight males per thousand and one female in every two thousand were literate in English. There was an increase of 69 per cent in the total number of English literates between 1911 and 1921. The Kayasths again lead the way, with 180 per mille of their males literate in English. Of the males of the higher Hindu castes about 31 per mille, of the middle Hindu castes about 14 per 10,000, of the untouchables about 3 per 10,000, of the non-Christian aborigines about 5 per 10,000, and of the Muhammadans about 11 per mille are literate in English.

16. *Spread of newspaper reading.*—The number and circulation of newspapers and periodicals afford some evidence of the growth of education and its effect on the interest displayed in public affairs. The following figures represent the advance made.

	1911.		1921.		1927.	
	Number.	Circulation.	Number.	Circulation.	Number.	Circulation.
Newspapers						
English	9	3,527	14	11,400	13	13,700
Vernacular	19	10,060	33	22,120	35	28,650
Periodicals						
English	4	2,350	13	6,820	20	12,955
Vernacular	12	5,350	36	16,430	43	27,812
Total ...	44	21,277	96	56,770	111	83,118

17. *General survey.*—It is evident that the growth of education in the fifteen years of the existence of the province has been considerable. There is, however, a vast deal more to be done before it can be said that all classes of the population have reasonable facilities for education. At present higher education is nearly monopolised by the high caste Hindus and better class Muhammadans, while few of the children of the untouchable classes emerge from the primary stage. The teaching in the lower primary schools is so defective that hardly one pupil in two and perhaps not one in four attains literacy, and the problem of improving it is not rendered any easier by the demands for special schools on a communal basis. These demands, if they continue, can only render the problem of overcoming illiteracy in the province (already one of sufficient magnitude) absolutely insoluble.

18. *Financial position.*—It has been estimated that a programme for providing elementary education for 80 per cent. of the boys of such ages as would normally attend the infant and lower primary classes, as well as facilities for a certain number of them to proceed to upper primary and middle schools, will cost an additional sum of Rs. 74,00,000. This excludes the cost of new buildings, estimated at three crores of capital expenditure, and up-keep. Remission of fees in the primary classes would add another Rs. 19,00,000. It seems likely that to bring the level of education in Bihar and Orissa to the standard, under which every child will have the opportunity of becoming literate and a reasonable proportion of them the chance of going further, would raise the expenditure on education by anything from two and a half to three crores.

The advance in education made during the last fifteen years has cost the public funds nearly one crore of recurring expenditure. The total provincial revenue is only about five and two-thirds crores. It is obvious that substantial advance towards general literacy can only be obtained by the imposition of additional taxation on a grand scale which is only just beginning to come within the range of practical politics. It is significant that hardly any new recurring expenditure on education could be admitted in the budget for 1927-28 and that the same situation is repeated in the present year.

B. & O. G. P. (P. & T. no. C224—200—21-5-1928—W. D.